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ABSTRACT

A model for evaluation planning of post-literacy programs involves listing possible evaluation needs, administration of evaluation, and dissemination of evaluation results for utilization by all potential users. Questions that should be pursued in evaluating post-literacy can be divided into these categories: (1) questions at the interface regarding literacy programs, literates, and aspirations of illiterate and new literate; (2) questions on literacy retention; (3) questions on second chance education programs; (4) questions on the systemic integration theme (social integration of new literates); and (5) questions on the socialization of individuals by post-literacy programs. Those working with post-literacy programs should choose questions from these lists to meet their priority needs. The tasks in the administration of evaluation include the development of an evaluation system; linkage of this system with the program system as well as with outside support institutions; recruitment and training of evaluators; resource generation and allocation; and provision of logistical support, quality control, and time budgeting of the enterprise. The information collected must then be synthesized. From the syntheses of the evaluative information can be drawn practical operational conclusions that should be disseminated throughout the system among evaluators and program specialists. (YLB)

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EVALUATION PLANNING OF POST-LITERACY PROGRAMS

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EVALUATION PLANNING OF POST-LITERACY PROGRAMS

By H.S. Bhola

Evaluation planning is the process of generating an evaluation plan (or an evaluation agenda) within the context of a particular educational or development program, in a particular historical and social setting. Evaluation planning is not a mere technical process; it is a socio-technical process. Evaluation plans and agendas prepared by professional evaluators must be put through the political process of negotiation with policy makers, on the one hand, and with the beneficiaries of programs, on the other hand.

This paper can deal only with half the process of evaluation planning -- the technical half. The other half of the process, that of political negotiation, can not be conducted on paper. Indeed, it must be handled in real time and space, by real people, projecting their different values and defending their diverse interests. That clearly we must leave to the real stakeholders within the program system. In accomplishing the technical part of evaluation planning, we will delineate some possible evaluation needs in the area of post-literacy. Based on such a list, evaluators of post-literacy programs in India, at this point in time, will have to develop their own priorities. As part of this evaluation planning exercise, we will also deal with two related planning concerns, those of the <u>administration</u> of evaluation and the <u>dissemination</u> of evaluation results for utilization by all potential users.

What is Post-Literacy?

The word "evaluand" has been a useful addition to the vocabulary of evaluation. Evaluand is what is to be evaluated, the product, process, role, project, program or campaign that is the object of evaluation, the focus of the evaluator's concern. In our case, all that is subsumed under the phrase post-literacy is the evaluand.

The very first question to be asked for evaluation planning (or for that matter for the administration or implementation of evaluation) is: What is the evaluand? We must, thus, inevitably face the question: What is post-literacy?

Post-Literacy: The Time Frame and the Program Frame

Post-literacy as a concept is a mix of the temporal (the time dimension) and of the programmatic (the program dimension). Post-literacy in its program dimension consists of programs and projects that are built upon the assumption of literacy (or at least without the assumption of illiteracy) among those sought to be served by post-literacy programs. Thus, illiteracy is not the criterion used for the choice of modes or media of instruction in post-literacy programs, even though these programs may often serve both the literate and the illiterate. Paradoxically, post-literacy programs are not always for the already literate.

In their temporal dimension, post-literacy programs should follow literacy programs in time. This is typically so when seen from the perspective of the participants of one particular literacy program. But time is relative from the perspective of planners of post-literacy programs.

Planning of literacy and post-literacy programs can and indeed must be handled concurrently and conjointly. The implementation of literacy and post-literacy programs will also be often concurrent because while some client groups will need initial literacy instruction, some others will need post-literacy programs, having acquired their literacy skills in earlier adult literacy programs, or within the context of the school.

Clients of Post-Literacy Programs

Unfortunately, the word post-literacy has often encouraged a fixation on the needs of adults coming out of literacy classes organized for them in out-of-school settings. Thus, only those coming out of adult literacy classes have been seen to be the clients of post-literacy programs. This is a narrow conception to have for the planner of post-literacy programs.

Post-literacy programs should be planned to serve all those who are literate irrespective of the setting in which literacy was first acquired by the now literate. This means that clients of post-literacy programs will include adult men and women coming out of literacy classes especially organized for them; school leavers and dropouts from school, with various levels of literacy acquisition; and any others who may have acquired initial literacy at home, at work, in a religious establishment or in the army. Some may be self-taught.

Four General Objectives of Post-Literacy Programs

Four general objectives of post-literacy programs can be identified:[1]

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[1]Bhola, H.S. (with Joginder K. Bhola). 1980. Program and Curriculum Development in the Post-Literacy Stages. (A Workshop Manual). Bonn, FRG: German Foundation for International Development. p. 16.

(i.) Literacy Retention: This involves reinforcement and strengthening of literacy skills of new literates through use, making relapse into illiteracy unlikely. Sometimes there may be a prior task, that of remediation, when the level of literacy acquisition among participants is found not to be of a sufficient level.

(ii.) Second Chance Formal Education: The objectives of post-literacy may often involve providing a second chance for formal primary or secondary education to those who had missed the chance of going to school when young, or are unable to go to school now because there is no school to go to in the community.

(iii.) Systemic Integration: The now literate are taught additional literacy skills and functional knowledge with the objective of helping them to integrate within the social, economic and political institutions and structures of the society to the mutual advantage of both the individual and the social system.

(iv.) Socialization for an Ideal Society: The now literate are prepared for creating, sustaining and participation in an ideal community and for contributions to a new world order.

Post-Literacy and Some Related Terms

In discussions of out-of-school education in general, one comes across terms such as post-literacy and follow-up programs, nonformal education, continuing education, lifelong education and some other terms as well. It will be useful to understand the areas of overlap as well as some of the distinctions among these various terms.

Post-literacy programs and nonformal education are almost equivalent as concepts, except that nonformal education does not raise the literacy/

illiteracy question; and seeks to encompass the needs and interests of both the literate and the illiterate learner groups. Post-literacy programs, however, while not actively and systematically excluding the illiterate, are planned on the assumption of literacy among its clients; and typically reinforce and build upon the literacy skills of their client groups. Follow-up programs are often seen as those focussed on reading materials, and reading circles and groups.

The term continuing education is typically applied to education offered by schools or universities as part of an extension effort. On the other hand, the term continuing education is used to cover alternatives to the regular stream of formal education -- formal education offered by systems competing with the formal system such as night schools, spare-time schools or correspondence education. Both post-literacy programs and nonformal education thus include continuing education.

Lifelong education is co-existential with life. It is education from the cradle to the grave; and it includes formal education, nonformal education, post-literacy education, continuing education, informal education as well as the learning possibilities of institutions of production, cooperation, welfare, governance and justice.

Post-Literacy and Social Action

Post-literacy programs at their best must connect education with social action. Post-literacy programs must provide learnings that can be often directly and immediately put to use in life and at work, yet organizers of post-literacy programs must retain a clear focus on the educational component of their programs and must not drift into service functions. They should also be careful so as not to encroach upon the

functions of other development extension agents in agriculture, health, nutrition, family planning and the like.

Program Planning and Implementation Versus Evaluation Planning and Implementation

Ideally, evaluation planning should be part of program planning. Evaluation must be built into the programs so that program planners can know the terrain of their work, can conduct effective social diagnoses, can design appropriate interventions, and can collect systematic feedback for studying the impact of their programs on the lives of individuals and communities.

Some implementation of evaluation must indeed precede the implementation of the evaluand. That would be called context evaluation. The data collected at this stage of evaluation will describe the context in which the program will have to be implemented and will provide the base-line data for comparisons later on.

Some implementation of the evaluation effort will be conducted during the conduct of the program, dealing with program formation, collecting information on inputs (input evaluation) and on the processes of intervention (process evaluation).

Another important part of the implementation of evaluation will be contingent upon the implementation of the program, and will be the evaluation of impact. One cannot talk of impact evaluation or output evaluation unless there is a program on the ground; and unless the program has had some time to take effect and show results in the lives of people and communities.

Evaluation Planning of Post-Literacy Programs: The Indian Scene

In an optimistic and patriotic state of mind, one could find a lot to boast about literacy and post-literacy programs in India during the last few years. However, a more professional and sober analysis would show that while a lot has been done, a lot more remains undone. A variety of innovative programs have been implemented over the years, among them, prize schemes for writers and publishers of books for new literates; writers' workshops and production of reading materials; and a variety of library schemes for taking reading materials to readers in rural areas and industrial slums. Some evaluation and research work has also been done in the areas of readers' interests, vocabulary studies, and retention of literacy.

As part of this planning exercise, we do not seek to present a profile of all the post-literacy programs that have been implemented in India or to review the various evaluation studies that have been conducted, published and disseminated. Here, we need to ask a futuristic question: What evaluation studies should be conducted in the context of post-literacy programs in India today? What might be a list of evaluation studies that are critical to the conduct of effective post-literacy programs in India at this point in the history of literacy promotion in the country? This is not to suggest that we need not look back. We do need to evaluate our past experience and learn from the post-literacy programs that we have implemented for years, some of them for decades. We do need to evaluate to consolidate.

Information for Decision-Making:
Evaluation, Research, Appraisals, Monitoring

So far in our discussion we have talked only of "evaluation" of post-literacy programs. We have used the term evaluation generically to cover the generation and collection of all information needed for management and decision-making.

In the literature of evaluation, the word evaluation has come to acquire special meanings, and is distinguished from research, appraisals, monitoring and management information system design.

Evaluation, for instance, is now defined as the process of generating context and feedback information -- systematically, objectively and with exactitude -- with the objective of improving the conduct of an ongoing program and serving related decision-making needs.

Research, even though it uses the same tools and technology as evaluation, differs from it in terms of its objectives. The objectives of evaluation are to produce knowledge for use within the context of the program within which the evaluation question arose. The evaluator's primary loyalty is to the program; everything else is incidental. The objectives of research are to create generalizable knowledge; to add to the common fund of human knowledge, typically on the basis of empirical data.

Appraisals (or quick appraisals) are the children of necessity. These are evaluations conducted in a short period of 4 to 6 weeks on an emergency basis to examine the strengths and weaknesses of a program and to identify the factors responsible for the prevailing conditions.

Monitoring is to check upon the ongoing program for flaws and breakdowns to enable the decision makers to regulate program activities and

to undertake corrective actions. Monitoring activities do not involve the study of causes or relationships but typically stay with matching observations with expectations and with the development of performance profiles.

Management Information System (MIS) design involves the construction of a system for organizing routinely generated data within a program, for better management of the program. At its best, an MIS would help in all the three processes of quick appraisals, evaluation and research.

The Need for "System Thinking" in Planning

In doing evaluation planning for post-literacy, as indeed in all planning, system thinking is not just important, it is essential. System thinking, as opposed to linear thinking, is a habit of mind that accommodates "atonceness" and a multiplicity of related variables and parts in interdependence. Thus, a planner of post-literacy evaluation will have to consider post-literacy as a subsystem in a larger system that in turn includes subsystems that produced literates and new literates and subsystems that provide opportunities for employment, political participation and social and cultural enjoyment.

The system/subsystem relationships in the context of post-literacy may be presented as follows:

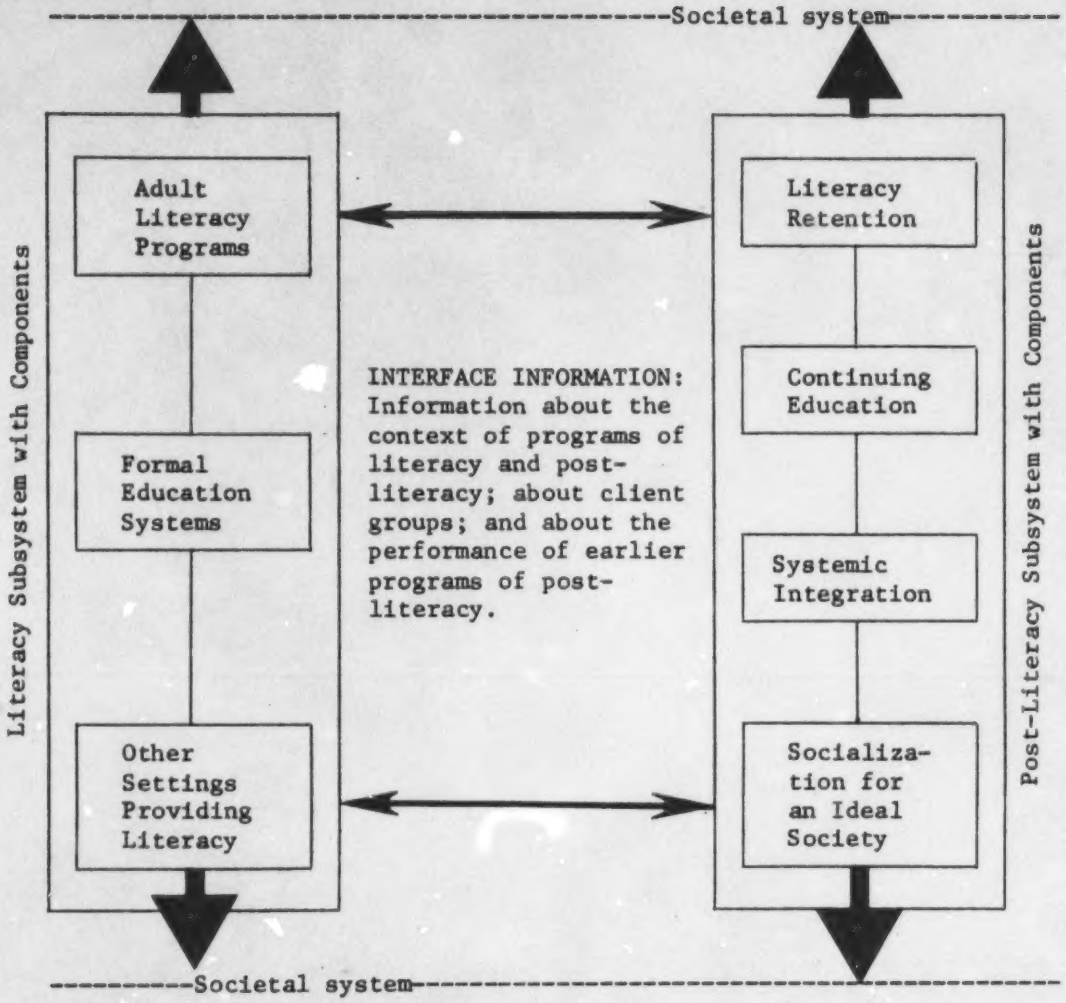
Societal system
Literacy Subsystem with Components
Adult Literacy Programs
Formal Education Systems
Other Settings Providing Literacy
INTERFACE INFORMATION: Information about the context of programs of literacy and post-literacy; about client groups; and about the performance of earlier programs of post-literacy.
Literacy Retention
Continuing Education
Systemic Integration
Socialization for an Ideal Society
Post-Literacy Subsystem with Components
Societal system

Figure. The relationships between and among the components of the subsystems of literacy and post-literacy, and between and among these two subsystems and the overall societal system.

The literacy subsystem as we can see from the diagram presented above is itself made up of three component programs. These program components, in turn, may be constituted by many different projects, both big and small. At the other end, the post-literacy subsystem is also composed of four program components. Here again, each program component may be constituted by many smaller projects. These subsystems,

with all their component programs and constitutent projects, are in interaction with the larger societal system--making it and being made by it at the same time.

There is another important sense in which the evaluation planner of post-literacy programs (as any evaluation planner for that matter) will have to engage in system thinking. After having conceptualized the world of work in terms of systems, subsystems and component programs and constituent projects -- second and third-order subsystems -- the evaluation planner will have to think of each system, subsystem and their systemic parts in terms of the four parameters of context, inputs, processes, and outputs. "Thinking with" these parameters, the evaluation planner will be able to ask questions about information needs at various points of the total complexity called the national post-literacy program.

Evaluation Planning or Program Suggestions?

Evaluation planning has to be done in relation to the evaluand -- the program or projects which will be the object and focus of evaluation. Some part of evaluation planning as was discussed earlier is always anticipatory -- it is done so that a useful program can be conceptualized, designed and implemented. In cases where a full-fledged program is not already on the ground, evaluation planning has to be mostly anticipatory. In our particular case, for instance, a lot of evaluation planning will become program planning. In suggesting what might be useful context evaluation and what might be useful feedback information, we will be talking about what might be useful to do in the first place and what kinds of post-literacy programs should be established and tested-in-use.

Evaluating Post-Literacy: Some Questions Worth Pursuing

We now return to the diagram on page 10 showing the relationships between the subsystems of literacy and post-literacy on the one hand and the relationships of these two subsystems with the larger social system on the other. Thinking with the four parameters of systems given to us by systems theory -- context, inputs, processes, and outputs -- we will generate a list of possible and what we think are worthwhile questions.

It is worth repeating here that the following lists of questions are not meant to be prescriptive. The lists will have to go through two revisions -- a real-time technical revision and a political revision. As part of the real-time technical revision, those working with post-literacy programs in India will have to reinvent these lists in the context of their program needs, established priorities and available resources. As part of the political revision, the lists will have to be negotiated through political processes, on the one hand with policy makers and planners, and, on the other hand, with the beneficiaries of programs who will often provide the needed data to the evaluator.

I. Some Questions at the Interface

(i) Is instructional time of 300-350 hours spread over 8-10 months sufficient to make adults in literacy classes literate? What about functionality? What about awareness?

(ii) What is the level of literacy acquisition of dropouts and school leavers coming out of elementary schools?

(iii) What is the age, sex, occupation, income and class composition of those declared literate through adult literacy programs?

(iv) What is the new literate's view of the illiterate? What is the illiterate's view of the new literate?

(v) Is there a difference between the literate and the illiterate in regard to their knowledge of "how the world works"?

(vi) What is the experience in reaching the "poorest of the poor" and other disadvantaged groups during the literacy program which could now be used to reach them in the post-literacy stages?

(vii) What are some typical profiles of aspirations of peoples -- illiterate, new literate, young, old, male, female?

II. Literacy Retention: Some Evaluation Questions

Some of these questions may be better characterized as research questions but they all have practical significance in relation to the design and implementation of a post-literacy program:

•1 The Phenomenon of Retention

(i) How many of those declared literate typically lose their literacy skills and under what conditions?

(ii) Who retains literacy? What level of literacy makes a person retention prone? What are the motivations of those who are able to retain literacy? What are the uses to which they put their skills? What is their work and life context?

•2 Provision of Reading Materials

(i) How have the Indian prize schemes dealing with the production of reading materials done? What is the natural history of a prize winning book? How do the sales of prize winning books compare with those that did not win prizes? In other words, what is the economics of prize

publications?

(ii) Do prize winning publishers later publish more books for new literates?

(iii) What is the level of productivity of prize winning authors? Do they write more books for new literates?

(iv) Do nationally known popular writers want to write for the new readers? Why? Why not?

(v) Is writers workshop a useful format for training writers of post-literacy materials?

(vi) Is writers workshop a useful format for actual production of materials for new readers?

(vii) How do different models of writers workshops in use in India and abroad compare with each other in terms of productivity and economy, efficiency and effectiveness?

(viii) When can writers cooperatives succeed in the provision of post-literacy materials for new readers?

(ix) What has been the experience with translation of books for new readers from one language into another? What has been the experience with co-publishing?

(x) What has been the experience with the adaptation of available materials (such as extension materials in agriculture, health, nutrition and family planning) to the special needs of the new literates and now literates?

(xi) What has been the experience with readers-written books? Or, with the writing of books based on the oral history of a community?[1]

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[1]Bhola, H.S. 1981. Writing for New Readers: A Book on Follow-up Books. Bonn, FRG: German Foundation for International Development. 190 pages.

•3 Vocabulary and Writing Research and Evaluation

(i) What is the spoken vocabulary of the prospective participants in programs of post-literacy?

(ii) What written words have become sight words for those coming out of literacy classes and for those coming out of schools?

(iii) Can we taxonomize levels and contents of literacy in terms of specialized word lists?

(iv) What words must be mastered by learners to cope with scientific agriculture, family planning information, membership in cooperatives and such?

(v) What factors should enter into the design of readability formulas for measuring the readability levels of reading materials in Hindi and other Indian languages?

(vi) What are the reading interests of adult men, adult women, and youth as expressed by them? What reading materials are actually chosen by them under conditions of free choice?

(vii) How to do content planning of books for new readers to relate them to their information needs on the one hand and their existing world-views on the other hand?

(viii) What is the nature of good writing for new readers as discovered from the utilization of books already written for them?

(ix) What are the special considerations in regard to type size, illustrations, book size and binding for the literature for new literates?

(x) What might be the special features of the so-called problem-oriented reading materials?

(xi) What might be the special features of materials written for reading aloud by a literate to a group of illiterates?

(xii) What format(s) might be selected for post-literacy and extension materials so that these are not seen as ephemeral but can be stored and filed for later reference by reading circles?

(xiii) How to go about field testing of reading materials? Can this process be routinized?

·4 Delivery of Services and Organizational Aspects of Post-Literacy Programs Dealing with Retention

(i) What are the comparative advantages and disadvantages of models for the delivery of post-literacy such as those proposed by the Naik Committee: village continuing education centers; mobile library and continuing education services; continuing education and adult education centers; need based continuing education (school certificate) courses; follow-up activities conducted by students; and diversification of existing village libraries?

(ii) What are the advantages and disadvantages in the operation of supervised post-literacy programs (such as programs offered in organized groups with trained tutors) and independent post-literacy programs (where learners make independent decisions to borrow reading materials).

(iii) What are the profiles of good libraries? What are the problems of unsuccessful libraries?

·5 Recruitment and Training of Cadres

(i) What are the special qualifications and characteristics, and training needs of post-literacy workers?

(ii) Can literacy teachers become good organizers of post-literacy programs?

(iii) Can teachers of post-literacy programs be mobilized through political work or do they have to be more formally recruited?

·6 Habits of Media Consumption and Other Effects

(i) What do people do with what they read?

(ii) What are the reading habits of new literates and now literates in regard to the use of rural newspapers and special magazines written for them?

(iii) Does literacy and reinforcement of literacy lead to a new "technology of intellect"? When does the new way of classifying, reasoning and remembering take hold?

(iv) Can reading be encouraged by serializing and clustering books and asking people to "Read a Hundred Books" or to "Read a Thousand Books" as they have tried in China?

(v) Do literates in post-literacy programs have habits of information consumption different from those who never enrolled in such programs?

(vi) How does the utilization of radio and TV differ among groups of illiterates, new literates, and now literates enrolled in post-literacy programs?

(vii) How does literacy and post-literacy effect the relationships of literates with traditional media such as attendance at and enjoyment of puppet shows and the like?

(viii) Does literacy and post-literacy change the relationship between the new literate and the power figures in his or her environment,

such as, the village headman, policeman, extension workers, government officials, and, in the case of women, men in general?

III. Some Evaluation Questions on Second Chance Education Programs

Evaluation questions in this particular program stream of post-literacy can deal with the characteristics of clients of these programs, with curriculum, delivery of instruction, problems of legitimization of second chance education and effects of second chance education on graduates and on competitive educational systems:

(i) What is the demographic profile of those joining or wanting to join second chance education programs? What are their future aspirations?

(ii) What are the special needs of participants of second chance education programs? What are the problems of creating programs that are different in content but equivalent in objectives at various levels of formal education?

(iii) What are the comparative cost-effectiveness ratios for different modes of delivery for second chance education: evening schools, correspondence education, accelerated day school?

(iv) What is the legitimization given to graduates of second chance education programs within the social and economic system?

(v) What are the effects of second chance education on participants in relation to personal satisfactions, self-concepts, educational mobility, vocational success and increments in income, social prestige and political participation, etc.?

(vi) What are the effects of second chance education programs on

competitive systems of formal education and on the democratization of education in general?

IV. Some Evaluation Questions on the Systemic Integration Theme

Some general questions can be asked about the very concept of integration in operation, in other words, on the operational meaning of integration; on the special kinds of cadres needed for effecting systemic integrations and the kinds of values needed among cadres for them to work towards such integrations. There is information needed on the economic and political opportunities available, on the problems of codification of information needed for more effective performance of institutions and the effects of integration on new literates and on existing institutions. Here are some examples of questions:

(i) What do post-literacy workers do when they claim to work on the task of integrating new literates into the social, economic and political structures of the society?

(ii) What are the characteristics, qualifications and value profiles of those working in programs of systemic integration? Are they aware of being engaged in tasks which are basically reconstructionist and egalitarian? Are their values congruent with the tasks they have been recruited to perform? Can civil servants or apolitical cadres accomplish the tasks of systemic integration?

(iii) What is the range of institutions -- traditional and secular -- in which there are opportunities for new literates to participate?

(iv) What has been the success of polyvalent adult education

centers in urban areas in economic integration of their participants?

(v) What are the possibilities of codification in writing of information and instruction for each available institution? In what way can written materials help in the capacitation of individuals for better role performance? How does the situation differ in regard to traditional versus modern institutions? Are some or most secular and modern institutions also working on the assumption of illiteracy among their members and clients?

(vi) Do those who undergo post-literacy programs connect better with institutions in the society and demonstrate better integration?

(vii) Do post-literacy programs seeking to promote systemic integration change the institutions themselves in regard to their leadership patterns and functional effectiveness and overall responsiveness? Are disadvantaged groups participating in leadership and holding instructional roles within these institutions?

(viii) Does post-literacy result in dysfunctional adaptation, making it impossible for new literates to continue to work in the informal economic sector in rural areas and forcing migration to the city to join the formal economic sector?

(ix) Is political awareness actually resulting from post-literacy programs? With what consequences for new literates themselves and for the advantaged classes?

(x) What are the effects in terms of a general response to modernization of teaching scientific literacy to adults?

(xi) What are the effects on university students of their participation in the National Service Scheme in regard to their political

resocialization?

(xii) What kinds of programs of systemic integration invite greater community participation?

V. Socialization for an Ideal Society

Many of the information needs for this stream of post-literacy programs will have been met through the questions already raised. A few more questions are added here:

(i) Do post-literacy programs make independent learners or is there a contradiction in establishing supervised groups and in offering organized programs to adults whom we want to become independent learners?

(ii) Can one identify a general propensity or inclination among adults in post-literacy programs or graduates of such programs to engage in individual and social praxis?

(iii) Is there, among the relevant groups of adults, evidence of media appreciation, of understanding technology, of ecological and environmental concerns and of the need for a new international order based on peace and brotherhood of man?

(iv) Have participants in post-literacy programs become better consumers of information and culture?

(v) What are the possibilities of establishing "enabling" institutions that will promote socialization of individuals for an ideal society?

(vi) What happens to those who conduct post-literacy programs in the field as instructors? Do they join the new secular leadership in rural and urban communities?

The preceding list of questions represents the theoretically possible according to just one individual specialist. (Hopefully a good one!) Another literacy expert could come up with a somewhat different list, though overlap between any two such lists will be impossible to avoid.

What is theoretically possible is not what evaluation specialists will want to do in full. They will have to make short lists that seem to meet their priority needs, within the real life and time of their programs? And that is not all. The lists drawn by technical professionals may (if not always will) have to be approved, adapted and sometimes vetoed by political actors involved in programs or concerned about their consequences.

Evaluators as technicians have to be convinced that the task of developing these lists is not useless simply because political actors will be involved and will not gratefully accept all their suggestions so carefully crafted. Evaluation planning is not all logic, but it need not be all politics either. By developing good evaluation agendas that meet the criteria of need, practical feasibility and economy, evaluators can make logic a part of the politics of evaluation; they can assist political actors in making sensible decisions and make it politically expensive for them to be merely political.

A Management Information System (MIS) for Post-Literacy Programs

In describing the needs for information in regard to the context of programs, their formation and implementation and feedback on their performance, we have been using the term evaluation in a generic sense.

It should be clear, of course, that some of the answers to the questions listed above may be better answered by research than by evaluation (see the distinctions made in the earlier part of the paper). Also some of the evaluations may be conducted as quick appraisals and through monitoring of the programs by actual visits or on the basis of periodical reports from the field.

All of the processes of research, evaluation, quick appraisals and monitoring can be helped by collecting and systematically organizing information routinely generated by and within the program. Such information can first be used in making every day management decisions and then in evaluating effectiveness of decisions, actions and their consequences. Such a system of information is called a management information system (MIS).

It is not within the scope of this paper to suggest the outlines of such an MIS. All we seek to do here is to suggest that the possibility of establishing such an MIS should be seriously considered; and that such an MIS must be built upon the MIS established for the "parent" literacy program which is producing most of the new literates now being served by the various post-literacy programs.

Models and Methods of Evaluation in Post-Literacy Programs

In the choice of models and methods of evaluation of post-literacy programs, one must learn to be eclectic. One must use what we have elsewhere described as the 3-S (Situation-Specific Strategy) model. The evaluator must begin with the problem and then use or adapt the model or models that will help in the systematic handling and solution of the problem.

In a similar vein, one must chose situation-specific methodologies for the collection of data. In some cases, classical and quantitative approaches to data collection may be appropriate. In another setting, the information may be best collected through use of naturalistic and qualitative methodologies. In yet another case, evaluative information may be available through the analysis of the discourse of those involved in the program as teachers or as learners.

Administration of Evaluation and Dissemination of Evaluation Results

Evaluation planning is not simply a matter of coming up with a list of evaluation questions. The evaluation planning process must include the problems of administration of the implementation process; and, more importantly, the planning for the utilization of the evaluative information produced.

1. Administration of Evaluation

The tasks in the administration of evaluation include the development of an evaluation system; linking this evaluation system with the program system as well as with outside support institutions; recruitment and training of personnel to conduct the evaluation; resource generation and allocation; provision of logistical support, quality control and time budgeting of the enterprise; and ensuring appropriate and ethical use of information collected.

(i) Developing an Evaluation System

To make evaluation possible, an evaluation system must be developed. This will typically involve the creation of a subculture of evaluation -- many different people, playing many different roles at

various levels of the program system. Some will be holding exclusively evaluation jobs, that is, they will not be engaged in program implementation. Some will be program people, generating and collecting evaluation data and feeding it into the evaluation system. In some cases, evaluation information will be collected and supplied by outside people, and institutions outside the boundaries of post-literacy programs. The essential point is that there will be a mix of full-time and part-time evaluation roles within all evaluation systems; and that there must be a clear understanding about the distribution of labor within these systems.

The above remarks apply only to a system of internal evaluation. Some evaluation may be ordered from external evaluators. In such a case, those responsible for the administration of evaluation must establish modes of interaction, and information sharing between the internal and external evaluation teams.

(ii) Recruitment and Training of Evaluators

All those recruited to full-time roles of evaluators within an evaluation system, and those given part-time collaborative tasks within the evaluation system, must be properly trained and/or provided suitable orientation to the objectives, plans and procedures of the overall evaluation effort. All participants in the system must understand clearly what their obligations are, as also what are the rewards and credits due to them for their interest and labor. Sharing the credit for evaluation completed is a very important consideration, for no one wants to put in hours and hours of labor so that somebody else can write a report and advance his or her own career.

(iii) Linkage with Support Institutions

Linkages with support institutions are important. Evaluators of post-literacy programs, employed directly within projects and programs, may never be able to carry the whole burden of research and evaluation by themselves. They will need the help of universities to do the needed research and evaluation. They will need also the assistance of publishers, libraries and voluntary agencies.

In the case of India, it seems obvious that evaluation tasks will have to be divided between and among the Directorate of Education; the departments of adult and nonformal education in the States; the infrastructure of State resource centers and some of the district resource centers; other departments dealing with development extension; and libraries, publishers and voluntary agencies.

(iv) Resources, Logistics, and Control

Evaluation requires resources and these are not easy to obtain when they compete with program needs within an overall condition of resource scarcity. Evaluation planners must learn to do most with the least of resources. This would mean that evaluators must make evaluation part of programing. Evaluation should be seen as routine as what one must do to implement a program effectively. Such a stance will allow the evaluator to piggyback on the resources already available to programs.

In the Third World settings, where evaluation of post-literacy programs will often take place, logistics of sample selection, data collection and data analysis are going to present serious difficulties. Evaluators can not play God and will that there be telephones, and that

there be roads and that there be all the cars and landrovers needed for their trips upcountry. All they can do is plan in a way that logistical problems are anticipated and as far as possible are accounted for.

Finally, there is the problem of control: to ensure that the tasks get done; that the accomplishments is of high quality; that data are not fabricated or falsified; that tasks are completed on time; and that those participating in the process of evaluation can keep a high morale -- consider the work worth doing and can see its usefulness in the actual improvement of programs.

2. Synthesis of Evaluative Information and Dissemination for Utilization

Evaluation studies are of no use, if information collected is not used in improving program or project performance. In the case of a large program, with a large evaluation system, with many participants at various levels and in various institutional settings, it is absolutely necessary that due attention is paid to the need for collecting the various evaluation studies conducted within the program; for synthesizing the findings of these various studies; drawing practical, operational conclusions from the synthesis of results; and for feeding these ideas back to all concerned.

As a general principle, those who collect data must be encouraged to use it before feeding it into the system. Indeed, the forms and profiles for data collection can be so designed that the consolidation and display of data itself compels insights into the performance of the program. Syntheses of evaluative information should be done at various levels of the system as data moved towards a central point. At the

central point, a final synthesis should be made; and the practical implications of findings disseminated throughout the system -- among evaluators and program specialists.

The synthesis and dissemination will not happen unless it is planned for and unless suitable knowledge linkage roles are created.

Concluding Remarks

An evaluation planner, in a mischievious mood might write me some day to say: I have read your paper, followed your suggestions, and come up with an evaluation agenda which I always knew I should have! The enterprise of writing such papers, and reading and using them in our work is not as useless, however, as such a smart remark might suggest. For there is indeed a difference in the intuitive knowing and the systematic knowing, even if the content of knowing were almost the same. By following the process we suggest, we will understand the program better and we will be able to come up with justifications for choices that can satisfy both ourselves and others.[1]

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[1]Bhola, H.S. 1979. Evaluating Functional Literacy. Amersham, Bucks (U.K.): Hulton Educational Publications. 164 pages. Also Bhola, H.S. 1982. Evaluating Development Training Programs. Bonn, FRG: German Foundation for International Development. 291 pages.